



Memorandum

To: Iowa Department of Natural Resources
CC: Dr. Jerry Schnoor, University of Iowa, ICCAC Chair
From: The Center for Climate Strategies
Re: Work Plan for the Iowa Climate Change Advisory Council Process
Date: December 13, 2007

This memorandum outlines the proposed work plan for the Iowa Climate Change Advisory Council (ICCAC). Initially, the purpose and goals of the process are described, including the proposed general outline of the Final Report and the overall timing and milestones. Also described are the design of the process, including key principles and guidelines. A set of general ICCAC meeting agendas follows, showing the progression of the process over time. Finally, an outline of the budget and funding plan are presented, along with a description of the project team.

Purpose and Goals of the Iowa Climate Change Advisory Council

In the 2007 legislative session, Gov. Culver signed into law SF 485, which requires the development of a greenhouse gas (GHG) inventory and voluntary registry and also establishes the Iowa Climate Change Advisory Council. This Council is charged with identifying opportunities for Iowa to respond to the challenge of global climate change by becoming more energy efficient and energy independent while spurring economic growth. The Governor and the Iowa Department of Natural Resources (IDNR) have asked the Center for Climate Strategies (CCS) to assist the ICCAC in developing an Iowa climate action plan. ICCAC members voted to endorse this request and role by CCS at its opening meeting on October 18 and on a subsequent ICCAC conference call on November 15, 2007. Through this memorandum, we are responding to the request, asking for review and approval of our proposed work plan and making a commitment to provide substantial cost share to ensure success of the project. Upon approval, we propose to move quickly to support the process.

The ICCAC is a broad-based group of Iowa stakeholders charged with making a comprehensive set of state-level policy recommendations to the Governor and General Assembly in a climate action plan. CCS proposes to facilitate the ICCAC in a consensus-building process, in close coordination with the IDNR and the ICCAC Chair, Dr. Jerry Schnoor (professor of civil and environmental engineering at the University of Iowa).

The goals of the ICCAC process include

1. Review and approval of a current and comprehensive planning inventory and forecast of GHG emissions in Iowa from 1990 to 2025.¹
2. Development of a recommended set of individual policy recommendations and scenarios to reduce GHG emissions in Iowa to meet one goal of 50% reduction by 2050, as well as short-term, medium-term, and long-term scenarios to reduce statewide GHG emissions while considering the cost-effectiveness of the scenarios.
3. Development of recommended baselines for establishing targets for statewide reductions in the amount of GHGs emitted by activities in Iowa by January 1, 2008, as well as establishing short-term, medium-term, and long-term GHG emission reduction targets by December 31, 2008.

Final Report

The ICCAC Final Report to the Governor and General Assembly is expected no later than December 31, 2008. It will compile and summarize the final recommendations of the ICCAC and cover the following areas:

1. Executive Summary
2. History and Status of State Actions
3. Inventory and Forecast of Iowa GHG Emissions
4. Proposed Goals for Reducing GHG Emissions in Iowa
5. Recommended Policy Actions by Sector
 - a. Energy Supply
 - b. Residential, Commercial, and Industrial
 - c. Transportation and Land Use
 - d. Agriculture, Forestry, and Waste Management
 - e. Cross-Cutting Issues (such as Emissions Reporting, Registries, Education, and Goals)
6. Technical Appendixes

Timing and Milestones

The first in-person meeting of the ICCAC was held October 18, 2007. The next meeting is scheduled for December 17, 2007. A total of six additional meetings will be held according to the schedule outlined below. CCS will issue the Final Report of the ICCAC after its final meeting. For each of the five Subcommittees (SCs) of ICCAC, two or more teleconference calls or meetings will be held between each of the ICCAC meetings.

The following draft schedule is suggested for planning purposes. Mid-course alterations may be necessary.

¹ This inventory is for planning and forecasting purposes only and may differ from the GHG inventory for 2007 that the IDNR is required by SF 485 to submit to the Governor and General Assembly by September 1, 2008.

Draft ICCAC Meetings Calendar

Date*	Meeting
October 18, 2007	1 st ICCAC meeting—already held
December 17, 2007	2 nd ICCAC meeting
January 1, 2008	Interim proposal to the Iowa Legislature on the establishment of baselines and 2050 GHG emissions targets
February 2008	3 rd ICCAC meeting
April 2008	4 th ICCAC meeting
June 2008	5 th ICCAC meeting
September 2008	6 th ICCAC meeting
December 2008	7 th ICCAC meeting
December 31, 2008	Final ICCAC Report Expected
Between ICCAC Meetings	Subcommittee conference calls and meetings

*Note: dates are subject to change.

Design of the Process

The ICCAC process will follow the format of CCS policy development processes used successfully in a number of current and completed state-level climate action planning initiatives. The CCS planning process combines techniques of alternative dispute resolution, community collaborative decision making, and corporate strategic planning in a form of facilitation and technical analysis known as “evaluative facilitation.” This consensus-building model supports informed and collaborative self-determination by a broadly representative group of designated stakeholders and technical experts. Activities of the ICCAC will be transparent, inclusive, stepwise, fact-based, and consensus driven. The ICCAC process will seek but not mandate consensus and will use formal voting to determine the level of support for individual options.

The ICCAC process relies on intensive use of information and interaction and requires substantial organization and communication among facilitators, participants, and technical analysts. CCS will oversee and manage this information exchange and decisional process in partnership with the IDNR. CCS will provide central coordination of ICCAC and SC activities through a project director team and a group of CCS technical facilitators and consultants. The CCS team provides close coordination of ICCAC, SC, facilitation, and technical support activities.

To facilitate learning, collaboration, and task completion by the ICCAC members, CCS will provide a series of decision templates for each step in the process, including a catalog of state actions with ranking criteria, a balloting form for identification of initial priorities for analysis, a policy option template for drafting and analysis of individual recommendations, a quantification principles and guidelines document for each SC, and a format for the Final Report.

CCS will also provide meeting materials for each ICCAC meeting and SC teleconference call, including a PowerPoint presentation of the discussion items, an agenda and notice of the meeting, a draft summary of the previous meeting for review and approval, and additional handouts as needed. Materials will be provided by CCS in advance through Web site posting and e-mail notification with a goal of 7 days' advance notice and no less than 48 hours advance notice. Decision items will be noted. CCS will provide and manage a project Web site (www.iaclimatechange.us) in close coordination with the IDNR. All Web site materials may be reviewed by the IDNR prior to posting. Examples of CCS project Web sites can be found at www.climatestrategies.us.

The ICCAC process includes the following key principles and guidelines:

- **The process is fully transparent.** All materials considered by the ICCAC and SCs are posted to the project Web site, and all meetings are open to the public. The quantification of all potential policy options is transparent with respect to the data sources, methods, key assumptions, and uncertainties used by CCS in its collaboration with participants. In addition, policy design parameters and implementation methods for recommended actions are fully transparent, including goal levels, timing, coverage of parties, and implementation mechanisms. The transparency of technical analysis, policy design, and participant viewpoints is critical to the identification and resolution of potential conflicts.
- **The process is inclusive.** A diverse group of ICCAC members, in combination with additional SC members chosen by the IDNR and ICCAC, represent a broad spectrum of interests and expertise in Iowa. A ground rule for participation is to be supportive of the process, but members are free to disagree on specific decisions within the process. The public is also invited to provide meaningful review of and input to decisions.
- **The process is stepwise.** Each step of the process builds incrementally on the previous steps toward a final product. Sufficient time, information, and interaction are provided between steps to ensure that participants are comfortable with decisions and the results are of high quality.
- **The process will seek but not mandate consensus.** Votes will be taken by the ICCAC at key milestones in the process in order to advance to the next steps. Alternatives that address barriers to consensus will be developed by the ICCAC and SCs with the assistance of CCS, as needed. Voting by the ICCAC will follow established state procedures. A quorum requires that a simple majority of members are available to participate. After initial votes are taken, specific barriers to consensus will be identified, and conflicts will be resolved by developing alternatives, as needed, to proceed. Final votes by the ICCAC include support at one of three levels: unanimous consent (no objection), super-majority (five objections or fewer), and majority (less than half object). Typically the early stages of the process proceed with unanimous consent or a super-majority if needed. Final recommendations may include recommendations at all three levels. Almost all final recommendations in prior processes have enjoyed unanimous consent, with a few falling short. The Final Report by CCS will document ICCAC recommendations and views on each policy option, including barriers to consensus and alternative views as needed.
- **The process is comprehensive.** The ICCAC will explore solutions in all sectors and across all potential implementation methods, including a variety of voluntary and mandatory implementation mechanisms. The total number of policies considered and

recommended by the ICCAC is typically 50 or more. Recommendations may include state-level and multistate actions (regional and national). Mitigation of all GHGs will be examined, including carbon dioxide, methane, nitrous oxide, and synthetic gases. Units will be expressed in million metric tons of carbon dioxide equivalents (MMtCO₂e). Similarly, all forms of energy supply and use and all forms of economic development are open for consideration as they relate to GHG mitigation actions. Any significant actions taken by the executive or legislative branches during the process will be included in an updated reference case forecast of emissions.

- **The process is guided by clear decision criteria for the selection and design of recommended actions.** These include consideration of 1) GHG reduction potential; 2) cost or cost savings per ton of GHGs removed (i.e., “cost effectiveness”); 3) co-benefits, including economic, environmental, and energy policy improvements; and 4) feasibility issues.
- **The process is quantitative.** Results of ICCAC decisions will include explicit descriptions of policy design parameters and results of economic analysis. Recommendations can include both quantified and non-quantified actions, with emphasis on quantification of GHG reduction potential and cost or cost savings (i.e., cost-effectiveness) for as many recommendations as possible. Additional quantification needs related to co-benefits or feasibility issues will be evaluated on a case-by-case basis pending ICCAC input and available resources.
- **The process covers short-, medium-, and long-term periods of action.** The time period of analysis for emissions inventories and reference case projections includes the years 1990–2020. Recommendations for action typically include the present to year 2020, with estimated benefit and cost impacts being reported for intermediate years such as 2010 and 2020. These time frames can be adjusted, if needed, to consider longer time horizons.
- **This process is implementation-oriented.** The goal of the process is ultimate adoption of specific policies by the State of Iowa, based on planning recommendations of the ICCAC and subsequent, more detailed analyses as needed. Accordingly, implementation, design, and feasibility issues are provided at a conceptual level appropriate to support further consideration by the Governor and General Assembly.

ICCAC Meeting Objectives and Agendas

The objectives and agendas for each of the ICCAC and SC meetings are listed below, with notes regarding each decision item.

MEETING ONE

- Organizational meeting held October 18, 2007
 - Discussion of baselines and reduction scenarios for 2012, 2020, 2040, and 2050
 - Review of state climate action planning processes
 - Presentation of facilitation and technical team (CCS)
 - Identification of SC and ICCAC preferences
 - Review of public records and open meeting requirements

- Establishment of the date and time for the next ICCAC meeting

Interim ICCAC and/or SC calls will cover 1) review and approval of the work plan process and schedule, 2) review of progress on the draft inventory and reference case projections, 3) review of and suggested additions to the catalog of policy options, 4) review of other state goals and targets, and 5) formulation of draft Interim Report elements.

MEETING TWO

- Objectives:
 - Addition of potential actions to the draft catalog of state actions (by vote)
 - Review of Iowa Actions to Date document
 - Completion of Interim Report to the Governor and General Assembly (by vote)
- Agenda:
 - Introductions
 - Review and approve previous draft meeting summary (by vote)
 - Review and approve additional actions to include in the catalog of possible Iowa policy actions (by vote)
 - Discuss the process for identifying initial priorities for SC analysis
 - Discuss GHG reduction goals, targets, and approaches in other states
 - Review and approve Interim Report to the Governor and Legislature, including how to address the baseline years and targets (by vote)
 - Provide update on next steps

Interim ICCAC and/or SC calls will cover 1) any final edits to the Interim Report, 2) early ranking of options in the catalog and straw voting for initial “priority for analysis” options, and 3) review of goals and targets in other states and development of preliminary options for Iowa GHG reduction goals.

MEETING THREE

- Objectives:
 - Approval of any additions to the list of priority for analysis policy options if/as needed (by vote)
 - Review and approval of revisions to the emissions inventory and forecast (by vote if/as needed)
 - Preparation for straw proposal phase of the process (briefing and discussion)
 - Review of options for establishing GHG emission reduction goals and targets for Iowa
- Agenda:
 - Introductions

- Review and approval of previous draft meeting summary (by vote)
- Review and approve SC lists of initial policy priorities for analysis (by vote)
- Approve the GHG Emissions Inventory and Forecast for Iowa (by vote)
- Discuss the process for developing straw policy design proposals
- Discuss options for GHG emission reduction goals and targets for Iowa
- Determine the next meeting agenda, time, location, and date
- Consider public input

Interim SC calls will cover 1) development of straw proposals for draft policy priorities for analysis and 2) formulation of preliminary proposed GHG reduction goals for Iowa.

MEETING FOUR

- Objectives:
 - Approval of SC suggested straw proposals for policy design (goals, timing, coverage of parties) (by vote)
 - Approval of any additions to the list of priority for analysis policy options if/as needed (by vote)
 - Preparation for quantification phase of the process (briefing and discussion)
- Agenda:
 - Introductions
 - Review and approve previous draft meeting summary
 - Review and approve straw proposals for policy design
 - Discuss quantification principles and guidelines and key assumptions for SC analysis of policy options
 - Determine next meeting agenda, time, location, and date
 - Consider public input

Interim SC calls will cover 1) review of proposed quantification procedures for individual options, including proposed data sources, methods, and assumptions; 2) review of first round of quantification results; and 3) identification of early consensus options for recommendation for ICCAC approval.

MEETING FIVE

- Objectives:
 - Review and approval of early consensus policy recommendations (by vote)
 - Identification of specific barriers to consensus, and potential alternatives for non-consensus policy options (discussion) to be considered further by SCs

- Review of options for establishing GHG emission reduction goals and targets for Iowa
- Agenda:
 - Introductions
 - Review and approve previous draft meeting summary (by vote)
 - Begin review and approval of the list of draft policy options, with results of analysis for individual options
 - Identify barriers and alternatives for remaining options, with guidance for additional work on options to SCs
 - Review progress and plans for Final Report
 - Discuss options for GHG emission reduction goals and targets for Iowa
 - Determine next meeting agenda, time, location, and date
 - Consider public Input

Interim SC calls will cover 1) final revisions to alternative policy option design parameters, quantification approaches, and/or implementation mechanisms as needed, and 2) final analysis of options and alternative approaches.

MEETING SIX

- Objectives:
 - Review and approval of draft pending policy recommendations not yet approved, including additional options if/as needed (by vote)
 - Review and approval of proposed GHG emission reduction goals and targets for Iowa (by vote)
- Agenda:
 - Introductions
 - Review and approve previous draft meeting summary (by vote)
 - Review and approve the list of final draft pending policy options, with results of analysis for individual options and cumulative emissions reductions potential for all options combined (by vote)
 - Identify barriers and alternatives for remaining options, with guidance for additional work on options to SCs (if needed)
 - Approve proposed GHG emission reduction goals for Iowa (by vote)
 - Review progress of and plans for Final Report
 - Determine next meeting agenda, time, location, and date
 - Consider public input

Interim SC calls (if needed) will cover 1) final revisions to alternative policy option design parameters, quantification approaches, and/or implementation mechanisms as needed, and 2) final analysis of options and alternative approaches.

Interim ICCAC and SC calls may be used to 1) review and approve the draft ICCAC Final Report for public review and comment, 2) review and approve the appropriate process for distribution and collection of comments on the draft ICCAC Final Report, 3) consider comments received, and 4) formulate the proposed Final Report for action by the ICCAC.

MEETING SEVEN

- Objectives:
 - Review and approval of Final ICCAC Report (by vote)
 - Review of procedures for announcement and distribution of Final Report
- Agenda:
 - Approve the Final ICCAC Report (by vote)
 - Approve procedures for announcement and distribution of the Final Report
 - Determine next steps

Development Steps for Draft and Final ICCAC Report

- Draft report language by CCS to the ICCAC and the public
- First round of review and inputs to CCS
- Updated draft report language to the ICCAC and the public
- ICCAC calls to discuss suggested changes to the Final Report
- Final ICCAC meeting to approve the Final ICCAC Report
- Final ICCAC Report transmitted to the IDNR by CCS

Participant Roles and Responsibilities

The ICCAC process involves a number of parties with specific roles and responsibilities, as follows:

Governor

The Governor convenes the climate action plan process and ICCAC under SF 485, appoints members of the ICCAC, requests and receives final recommendations from the ICCAC for a comprehensive state climate action plan, appoints a chair, acts on final recommendations as deemed appropriate, and forwards recommendations and early reports to the Iowa General Assembly.

IDNR

The IDNR will announce and convene the process on behalf of the Governor, recommend additional members to the SCs, and receive recommendations from the ICCAC process through

CCS for transmittal to the Governor. The IDNR and ICCAC Chair will work in partnership with CCS to support timely and orderly completion of tasks, good-faith participation, and resolution of issues by ICCAC members. The Chair and IDNR will enforce ground rules, open and close ICCAC meetings, coordinate agency activities related to support of the process, assist CCS by providing support for successful completion of the process, and provide day-to-day assistance to CCS with coordination, communications, logistics, and technical support.

Center for Climate Strategies

With full endorsement of the ICCAC, the Governor and the IDNR have asked CCS to partner in forming and conducting a participatory statewide climate action planning process to meet the goals of the ICCAC. CCS will work in partnership with the IDNR and Chair to achieve the overall goals of the process. In this role, CCS will design the ICCAC process and provide facilitation and technical support to the ICCAC and its SCs through a team of project managers, facilitators, and technical analysts.

CCS serves as an impartial and expert party and does not take positions on issues or direct the parties toward particular solutions. As such, CCS serves as a group mediator, but not as an arbitrator. CCS will manage and facilitate meetings and votes during meetings, schedule meetings in coordination with the Chair, develop meeting agendas, produce documents for ICCAC and SC consideration, and perform and present technical analyses.

CCS abides by the Model Standards of Conduct for Mediators approved by the American Arbitration Association, the Litigation Section and the Dispute Resolution Section of the American Bar Association, and the Society of Professionals in Dispute Resolution. CCS also ensures that adequate funding exists to successfully complete the process through private sources.

ICCAC

The ICCAC is appointed by the Governor in consultation with the IDNR and under requirements of SF 485. It makes final recommendations for specific climate policy actions and goals, and approves a final Iowa GHG emissions inventory for planning purposes and forecast.² ICCAC members are appointed to respond to the goals and timelines of the process. CCS will facilitate ICCAC activities, provide supporting analysis of options under consideration, and deliberate and cast votes in an open-group format.

Subcommittees

ICCAC SCs will be composed primarily of ICCAC members assigned to specific sector-based SCs of interest by the IDNR, with guidance by CCS; they may include non-ICCAC individuals with technical expertise and interest of importance to the process. The SCs will provide guidance to ICCAC members on decisions related to milestones in the stepwise process but will not make binding decisions or votes. SCs will also provide assistance to CCS in the identification, design, and quantification of policy recommendations. Sector-based SCs include

- a. Clean and Renewable Energy [Energy Supply under typical CCS nomenclature]

² This is not the same inventory for 2007 that IDNR is required to submit to the Governor and General Assembly by September 1, 2008.

- b. Energy Efficiency and Conservation [Residential, Commercial and Industrial under typical CCS nomenclature, i.e., energy efficiency and conservation, industrial processes]
- c. Transportation and Land Use
- d. Agriculture, Forestry, and Waste Management
- e. Cross-Cutting Issues (such as reporting, registries, public education, and goals)

Government Agencies

Agency participants provide liaison to ICCAC and SC meetings and related activities in support of the IDNR and CCS team by providing technical review and input. The IDNR may also appoint agency representatives as SC members.

The Public

The public is invited to attend ICCAC meetings and provide review and input to ICCAC and SC members. Other public input mechanisms may be developed as needed based on guidance from the IDNR.

Participant Guidelines

ICCAC and SC members are expected to follow certain codes of conduct during the process:

- Participants are expected to support the process and its concept fully and, through the group process, in good faith directly collaborate toward the goals of the ICCAC and SCs.
- Participants are expected to act as equals during the process to ensure that all members have equal footing during deliberations and decisions.
- Participants must attend meetings and stay current with information provided to the group and the decisions of the group.
- Participants are asked not to reconsider decisions already made in the stepwise process. Once the ICCAC reaches a milestone by vote, it moves to the next step.
- Participants represent only themselves or the organizations they were named to the Council to act on behalf of when making ICCAC decisions. They should come to meetings prepared to make decisions so as allow the process to move forward.
- Participants should speak about the process only on their own behalf to the media or in other public settings.
- Participants should refrain from personal criticisms and provide objective, fact-based comments and alternatives during ICCAC and SC discussions.

Project Budget

CCS and IDNR have agreed on a budget for the project. The estimated CCS budget for completion of startup and completion of the ICCAC process covers the core facilitation process and quantification of approximately 50 policy recommendations. Changes in the number of meetings, number of policy options, or type of analysis may require additional budget support.

Project Funding

CCS works with a group of private foundation donors to provide cost share to its state partners to ensure a timely and successful launch and completion of the planning processes and other phases of the project. Key donors have pledged support for the ICCAC. Pending the approval by IDNR of this work plan, CCS pledges adequate core commitments to launch the process and fully fund its completion.

Project Team

The CCS project team consists of the following members (CCS may alter the team configuration based on need during the process):

Facilitation and Project Management

- Tom Peterson, Tom Looby, Randy Strait, Ken Colburn

Inventory and Forecast Team

- Randy Strait, Maureen Mullen

Subcommittee Facilitators and Consultants

Clean and Renewable Energy [Energy Supply]

- Donna Boysen, Michael Lazarus, others

Energy Efficiency and Conservation [Residential, Commercial, and Industrial]

- Donna Boysen, Michael Lazarus, others

Agriculture, Forestry, and Waste Management

- Steve Roe, Katie Bickel, Peter Kuch, Joe Pryor, others

Transportation and Land Use

- Lewison Lem, Bill Cowart, Tiffany Batac

Cross-Cutting Issues

- Tom Looby, Ken Colburn, Randy Strait, Linda Schade